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44 642 175 at least a generation behind them, but rather their complete lack of any experience in self-rule. The author continues:

[471] In addition to the vanity of the black which was flattered by the distribution of principalities and duchies, there was the political thought which wished to fortify things by words. The most important sugar manufactories were distributed, with the property title, to the principal officers and civil agents of the government. Workers were allotted to these very much as were the Indians to the first Spanish conquerors. . . . Moreover, since African blood dominated in the North [that is, since there were few mulattoes and lighter-skinned people], the feudal lords, aided by the color of their skin, could enforce obedience to a yoke which in name only was modified [from slavery].[13]

175 642 566 631 421 625 692 The social organization of Christophe's kingdom, then, was one of large properties, with all the feudalistic trappings, resting upon a solid base of wage-earning serfdom. In contrast to mediaeval feudalism, the king was here much more than *primus inter pares*. Thanks to the policy of Dessalines, most land had come into state ownership, so that the nobility received their estates by royal favor, and held them as leases only so long as the King pleased. As in the Middle Ages, the noblemen were petty monarchs within the district granted to their jurisdiction. Their freedom of action, however, was even here subject to scrutiny: detachments of Royal Dahomeys[14] were stationed in every cantonment or pariah, to enforce discipline, keep the King informed, and find their own subsistence without a drain on the royal treasury. In every district was set up a court of *maréchaussée* to see that justice obtained.[15] The King's law, not the nobleman's private code, prevailed in the whole country.[16]

13. R. Lepelletier de Saint-Remy, *Saint-Domingue* (Paris, 1846), II, 167–168.

14. Organized after the model of the police force existing in France before 1789.

15. These courts were composed of a royally appointed seneschal and his assistant, a king's procurer, and a clerk.

[671] 16. The Code Henry was promulgated on January 30, 1812. It consisted of seven parts: Civil, Commercial, Shipping and Maritime, Civil Process, Criminal and Police Process, Agricultural, and Military. In general the Code followed French precedent, but the section on Agriculture was Christophe's own. Sir James Basket (in his *History of the Island of St. Domingo* [London, 1818], p. 413) calls this part "a thing unexampled among other nations." It reveals not only the King's absorption in the main economic enterprise of his state, but also his skill in devising an integrated functioning of a social order of nobility and serfs with a plantation economy based on money crops. This Agricultural Law regulated such diverse matters as the reciprocal duties of proprietors and cultivators, the policing of plantations, and the culture and preparation of the major crops. It set forth industry as the parent of virtue, and idleness as the source of vice.

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Northern Haiti flourished magnificently under Christophe's sternly benevolent rule. The King had that daring spirit of initiative which was so generally lacking in later Haitian history; he had, in addition, the power necessary to force through a new adjustment if the old way showed defects.[27] He excited artificial wants among his leaders by making nobles of them, and then compelled them to satisfy these wants without ever slipping back to a lower standard of living. Thirteen years of enforced labor and of order kept by a rigorously effective police force gave northern Haiti the kind of prosperity she had known in colonial days. Christophe encouraged commerce and protected foreign traders. He called in all debased coinage, substituting for it sound gold and silver currency. The revenue he raised was larger than it had been since 1791, amounting to about $3,500,000 annually. Probably the most eloquent testimony to his success is the fact that at his death, when the kingdom of the North was once more united with the republic of the South, more than six million dollars found their way into the republican treasury.

The Black King's economic system worked. It was based on a social division of the people, with the masses doing manual labor, and the aristocrats definitely set apart and recognized as upper class. By 1820 Haiti was well on its way toward the caste system.

3. *Pétion* (*1807–1818*)

Almost all Latin-American countries in the nineteenth century exhibited one common feature: an aristocratic landowning class lording it over peons. Haiti did not follow this pattern. She had aristocrats and peasants, but the aristocrats did not own most of the land, and the peasants were not peons. If later rulers had kept the organization of economic life begun by Toussaint and developed by his fellow blacks, Dessalines and Christophe, it is almost certain that Haitian social evolution would have resembled that of the rest of Latin America, for it would not have been a great change from

27. Dantès Bellegarde, "Le Roi d'Haïti Henri Christophe," in *Revue de la Société d'Histoire et de Géographie d'Haïti*, II, No. 3 (June 1931), p. 14, says that Haiti's periodic civil troubles and social misfortunes, both ending in a diminution of the state's autonomy, have been due to economic maladjustments. "Our weaknesses in political life derive from our immobility in material production." Immobility is an index of stagnation. Few rulers of Haiti have been at once powerful enough to overcome the immobility and wise enough to know what measures had to be taken.

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171 feudal holdings to absolute ownership of land by the influential. It is
175 strangely paradoxical that an aristocrat, the light-skinned Pétion,
634 representing the cultured group in society, broke the economic power of his own aristocratic class and made the former slaves not serfs but peasants. It is doubtful whether he intended either result.

175 Alexandre Pétion was the antithesis of Haiti's three eminent blacks
643 in all but military skill. Toussaint's genius as a fighter lay in his
159 surprise moves, Dessalines' in his recklessness, Christophe's in his bulldog determination; but Pétion was a great general because he knew when to retire and so lead his enemy into an exposed position. The three Negroes had been born in slavery; Pétion, coming of a cultured and sophisticated affranchi family, grew up in France. Dessalines was a crude ruffian by comparison, while in the face of Pétion's suavity Christophe's impetuousness seemed rankly uncouth. Where they bludgeoned, Pétion persuaded; where they hacked their way through opposition in the determination to gain an end, he graciously yielded and so won new friends. Tactful at every point, he survived even such contretemps as his refusal of the hand of the Emperor's daughter.

As leader of a young nation, Pétion might almost be said to have had too broad an understanding of human nature. He was a gentle ruler over his people; when they erred he did not punish or upbraid, but excused their misdeeds by assuming the cause to be some fatal compulsion over which they momentarily had no control. He had no wish to drive the nation to "success." Neither did he care to use his position for personal aggrandizement. His mind was supple and practical, disdainful of abstractions, undeluded by resounding slogans, fertile in compromise, not finical as to means, always unsurprised, exquisitely tactful. When crises arose to dismay his ministers, Pétion's philosophic calm was undisturbed.

Cynically tolerant, he gave office to political enemies if they chanced to be able. A representative of the topmost class of society,
645 he managed to moderate antagonisms based on color. He gave
647 sanctuary and financial succor to the Spanish-American liberator,
423 Simón Bolívar; he established the foundations of an educational system; he defended the state against Christophe's power; he ruled constitutionally; and he gave land to his people, even to the humblest of them. When he died, his subjects for miles around came into Port-au-Prince, where they stood weeping about his palace, refusing

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[p. 234]

XIII

CONSTITUTIONS AND POLITICAL FORMS

QUITE aside from its castes and the political separation of 1807-20, Haiti has always consisted of two nations, one living in and near the towns and so within reach of established government, the other rural and yet capable of ordering its own affairs by folk rules without much actual governmental machinery. It is through the former that Haiti has a political history. Indeed, one is tempted to say that more than half the people have continually got along without any government whatever of a formal sort, for being peaceably inclined they have found custom and usage sufficient for their needs. These people have been rarely disturbed by the state's rulers; revolutionary chieftains alone have found it worth their while to stir up the country folk to an active interest in politics.

The formal subdivisions of Haiti have been, through most of its history, three: the *commune*, roughly corresponding to the American township; the *arrondissement*, a group of communes, just as the American county is a group of townships; and the *département*, comprising several arrondissements. All three terms were borrowed from France, although their significance was altered when applied to the Haitian scene.

In the days of Toussaint, Dessalines, and Christophe, the government had owned vast plantations which were under the control of the military. Pétion and Boyer instituted the commune by combining numerous estates and farms into a group likewise to be controlled by soldiers. Until the American Occupation the police system of the country was military, with ordinary soldiers keeping order and making arrests when necessary. Since few people are less given to disorder than the Haitian peasants, the task of keeping order was not a serious one; indeed, soldiers were frequently stationed among their friends and relatives, who never thought of them as police. It sometimes happened, however, that soldiers were assigned to other parts of the country, where they swaggered about with their *commacaques* (heavy-jointed canes), using these or the flat of their swords to enforce their often arbitrary commands.

In every commune recognized by the state was an important

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In every commune recognized by the state was an important

official appointed by the president—the *juge de paix*. The term has little relation to our "justice of the peace." It implies rather the function performed by the old English country squire, who often by his prestige managed to patch up differences between neighbors without allowing matters to come to an issue, but who if the issue were joined sat as judge. The decision of the judge was final in all civil matters up to fifty dollars—and the case was rare in which peasants dealt in affairs as large as this. In the more populous communes (those containing large villages or towns) the juge de paix was more impersonal. He might render decisions, subject to appeal, in cases up to a hundred dollars. All minor police cases came within the province of this official, whose judgment was final in matters up to a twelve-dollar fine or a jail sentence of five days. All criminal cases began with this judge, but those of the gravest sort were speedily sent to higher courts.

By and large rural Haiti got along with a minimum of civil government, and urban Haiti was governed much as a small provincial town of the nineteenth century.

Several communes made an arrondissement, another political subdivision with a distinct military cast. Through most of her history Haiti had an average of about twenty of these arrondissements, each of them presided over by an army officer of high rank appointed by the president. In arrondissements containing important capitals a general, in lesser ones a brigadier-general, exercised both military and civil authority. This man was the medium through which the central government made known its decisions and laws. Because life could be tedious in a dull country town, in a district full of peaceful peasants, many of the generals spent their time in reflecting upon the chances of a successful insurrection which might make them important in national affairs. As already noted, the standard of discipline in the army was never very high, so that the presiding officer of an arrondissement might have a real sinecure if he was not ambitious.[1]

1. The military arrondissement always bore the name of the principal town or village within its borders. The following list shows the important places during the time of Boyer:
In the department of the North there were five arrondissements: Cap-Haïtien, Grande-Rivière, Marmelade, Port Liberté, Limbé.
In the Northwest, three: Port-de-Paix, Cap Nicolas Môle, Le Borgne.
In the Artibonite, three: Saint-Marc, Gonaïves, Mirebalais.
In the West, three: Port-au-Prince, Jacmel, Léogane.
In the South, five: Les Cayes, Jérémie, Aquin, Tiburon, Nippes.

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631 [341] Overlapping these military arrondissements have been financial arrondissements, generally six in number. The capital of each of these was a port, with a customs house: Port-au-Prince and Jacmel in the West, Les Cayes and Jérémie in the South, Cap-Haïtien in the North, and Gonaïves in the Artibonite.

Finally there were the five *départements*. These seem never to have been much more than geographical divisions to which it was convenient occasionally to refer. In more recent years, as records have been kept with more accuracy, the departments have developed important clerical significance.

[162]

Département	*Capital*	*Estimated Population (1950)*
North	Cap-Haïtien	450,000
Northwest	Port-de-Paix	150,000
Artibonite	Gonaïves	475,000
West	Port-au-Prince	950,000
South	Les Cayes	650,000

According to the present constitution, the country still has its five administrative departments, but has increased its other political subdivisions. There are 27 arrondissements to attend to governmental details, and in addition, 10 prefectures overlapping the arrondissements and serving as units of police control. The arrondissements are still further subdivided into 94 communes, 43 military posts, and 551 rural sections. Each commune is administered by a communal magistrate, appointed by the secretary of the interior, and so subordinate to the central government. This magistrate is assisted by a communal council or a municipal council, composed of elected prominent citizens.[a]

692 693 Courts have existed only in the important towns, which since Boyer's presidency have varied in number from four to eight. Each of these courts has consisted of a president or *doyen*, four judges, four substitute judges, a commissioner appointed by the president of the republic to keep watch over the proceedings of the body, and various inferior clerks and secretaries. Judges are politically appointed, either by the president of the republic or by his cabinet. Civil cases which exceed fifty dollars in extent have been handled by these courts, as also all appeals from decisions of local juges de paix. To the judges were added in 1826 juries to assist in criminal cases

693 695

a. See Luc Dorsinville, *Géographie-Atlas* (Port-au-Prince, 1929), *passim*.